

MEMORANDUM



JOINT BUDGET COMMITTEE

TO Members of the Joint Budget Committee
FROM Steve Allen, JBC Staff (303-866-4961)
DATE March 8, 2018
SUBJECT H.B. 18-1132 Jail Survey Results

House Bill 18-1132 requires jails to annually report to the General Assembly the costs of housing Department of Corrections (DOC) inmates in their facilities. The General Assembly must consider this information when it establishes the DOC reimbursement rate for jails in the Long Bill. The reports from jails must include the average cost of confining and maintaining DOC offenders in local jails following conviction and must allow jails to report costs in the following categories:

- Food;
- Clothing and laundry;
- Medical and behavioral health care costs;
- Personnel costs, including salaries and benefits;
- Inmate transportation costs; and
- Vocational training and educational costs.

The report on jail costs is now complete. It is in the form of an interactive online dashboard that can be accessed at

<https://goo.gl/pftUAY>

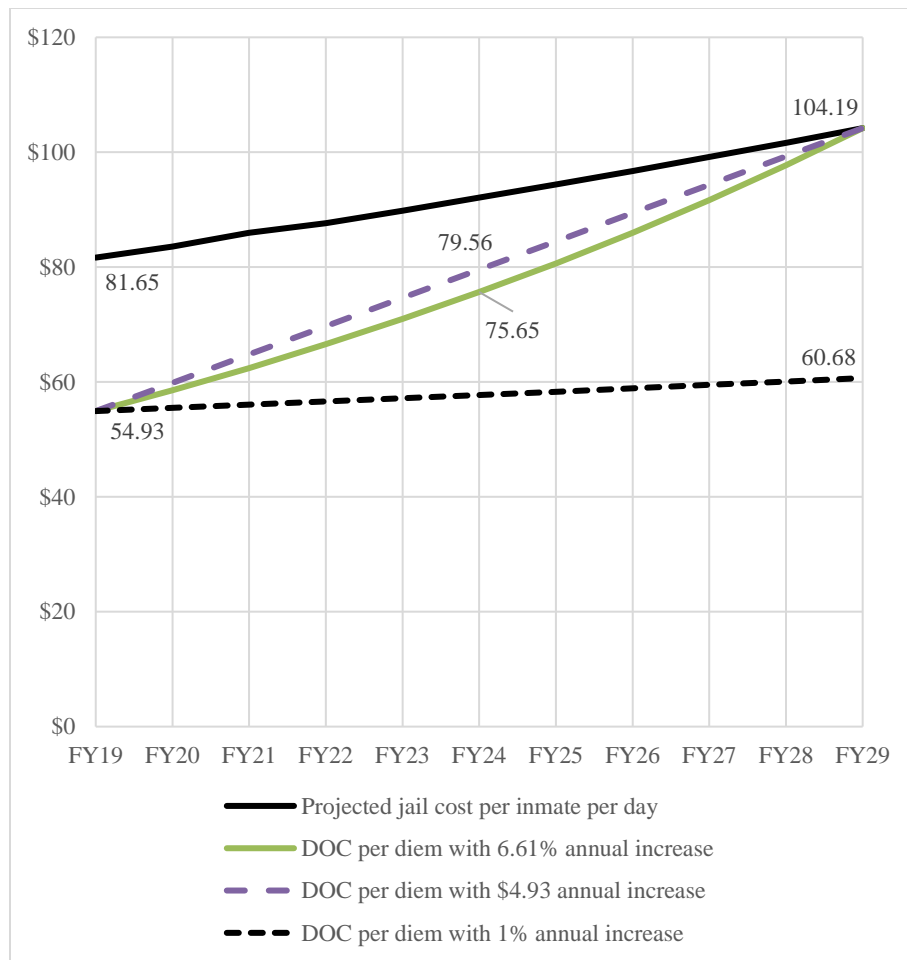
A PDF of the report is attached to this memo, but you will learn *much* more from the survey if you use the online report. It's best to access it with a desktop or laptop computer.

From a budget perspective, the most important numbers in the report are the summary costs per inmate per day on the first page of the report and chief among these costs is the "DOC-payment-weighted avg cost per day," which averages the costs of jails by assigning the highest weight to costs from jails that hold lots of Department of Corrections (DOC) offenders and assigning no weight to costs from jails that never receive payments from DOC. For 2017, the calendar year on which the report's "DOC-weighted average" is based, this cost equaled \$81.65.

H.B. 18-1132 says that the General Assembly must take "into consideration the information reported by jails." It does not say how the information must be taken into consideration. Staff recommends that the Committee view this weighted average cost as a target per diem rate that the General Assembly should try to reach in a decade, allowing for the fact that the target rate will increase over time due to inflation during that decade.

The following chart illustrates the staff recommendation. The black solid line on top starts at the current weighted average jail cost, \$81.65 in FY 2018-19¹, and ends, a decade later, at \$104.19, which is a forecast of how the DOC-weighted jail cost will change over time. Staff arrived at this endpoint by assuming that the DOC-weighted average cost would rise in step with inflation and that inflation would equal the Legislative Council Staff forecast for the first four years and thereafter equal 2.5 percent per year, which yields a cumulative increase of 28 percent over 10 years. The dotted black line at the bottom of the chart starts at \$54.93 per day, the current per diem DOC pays jails, and rises one percent per year, which is a hypothetical reference path that the per diem will take if it rises with the provider rate and the provider rate increases one percent per year.

The dashed straight line from \$54.93 to \$104.19 that goes through \$79.56 shows the catch-up path if the per diem increases by equal amounts each year; it turns out that the required increase is \$4.93 annually. The solid, slightly curved line that goes through \$75.65 shows a different catch-up path along which the per diem increases by an equal percentage each year; it turns out that the required increase is 6.61 percent annually.



The following table shows the per diem increases that result from the 6.61 percent solution over a 10-year period.

¹ This average jail costs is a 2017 cost that has probably risen since 2017.

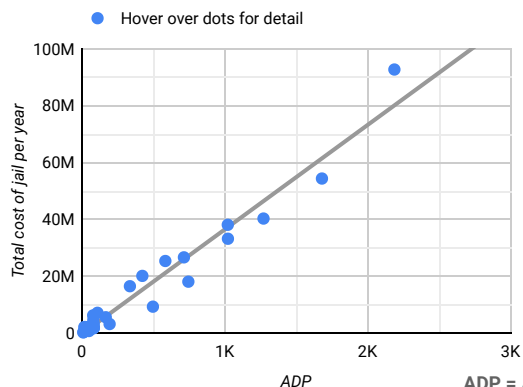
	Per diem	Per diem increase
FY19	\$54.93	
FY20	58.56	\$3.63
FY21	62.43	3.87
FY22	66.56	4.13
FY23	70.96	4.40
FY24	75.65	4.69
FY25	80.65	5.00
FY26	85.98	5.33
FY27	91.66	5.68
FY28	97.72	6.06
FY29	104.18	6.46

Staff recommendation: Based on this analysis staff recommends a 6.61 percent increase of DOC's jail per diem rate for FY 2019-20. The FY 2019-20 appropriation for jails is \$13,449,982. Fiscal Year 19-20 is a leap year so even if the DOC jail per diem stays constant and the population of DOC offenders in jails remains constant, DOC jail costs will be 0.27% ($=1/365$) higher. A 1 percent provider rate increase for FY 2019-20 will raise the payment to jails by \$134,868. The 6.61 percent catch-up path will cost \$756,611 more than the 1 percent provider rate increase.

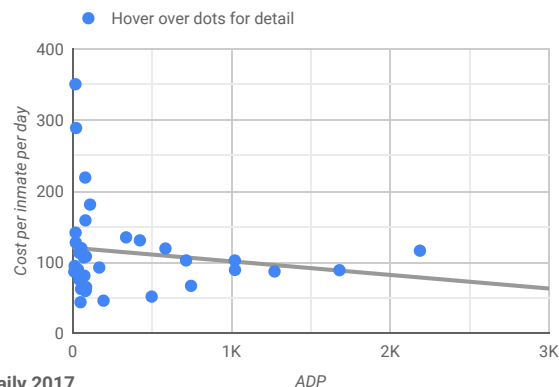
CY 2017 Colorado General Assembly Jail Survey Report.

Can't see the entire report on screen?

Zoom (try Ctrl + mouse wheel) or go full screen (try F11).



ADP = Average Daily 2017
Population reported by the jail



Select jails to display	# of jails displayed
	34
<input checked="" type="checkbox"/> All Jails	# of jails
<input checked="" type="checkbox"/> ADP < 050	10
<input checked="" type="checkbox"/> ADP >= 050 and < 100	10
<input checked="" type="checkbox"/> ADP >= 100 and < 200	3
<input checked="" type="checkbox"/> ADP >= 200 and < 500	3
<input checked="" type="checkbox"/> ADP >= 500 and < 900	3
<input checked="" type="checkbox"/> ADP >= 900	5

Unweighted avg cost per day of selected jails

\$113.54

ADP-weighted avg cost per day of selected jails

\$98.83

DOC-payment-weighted avg cost per day of selected jails

\$81.65

ADP-weighted avg cost per year of selected jails

\$36,074

Unweighted average REPORTED cost per day of selected jails

\$106.27

County	ADP	Calculated cost per inmate per day (=Reported Cost/ADP/365) ▾	Cost per inmate per day reported by the jail	Reported minus calculated cost per inmate per day. If big, why?	Cost per bed per day
Pitkin	17	\$350.21	No data	No data	\$198.45
Routt	21	\$288.66	No data	No data	\$106.10
Broomfield	79	\$219.00	No data	No data	\$134.64
Garfield	109	\$180.96	\$193.05	\$12.09	\$93.92
Eagle	80	\$158.76	No data	No data	\$105.84
Yuma	18	\$141.49	No data	No data	\$60.64
Douglas	336	\$134.89	\$132.21	\$-2.68	\$87.16
Boulder	423	\$130.66	\$133.72	\$3.06	\$99.23
Lincoln	19	\$127.65	No data	No data	\$60.64
Summit	54	\$119.77	No data	No data	\$68.81
Larimer	584	\$119.22	\$114.00	\$-5.22	\$112.66
Denver	2,187	\$116.16	\$70.20	\$-45.96	\$109.03
Moffat	41	\$113.26	No data	No data	\$45.53
Montrose	83	\$107.99	\$99.57	\$-8.42	\$65.49

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Average medical cost per day of selected jails

\$10.44

ADP-weighted avg med cost per day of selected jails

\$12.27

ADP-weighted avg med cost per year

\$4,477

County	Onsite med care provided by	Medical cost per inmate per day (includes pharmaceuticals, excludes behavioral health) ▾	Pharmaceuticals per inmate per day if also reported
Montrose	Unknown	\$28.66	No data
Garfield	Contractor	\$22.37	\$0.01
Denver	Contractor	\$19.42	No data
Douglas	Contractor	\$17.42	No data
Lincoln	All care is off site	\$17.30	No data
Routt	Contractor	\$17.28	No data
Pitkin	Unknown	\$16.59	\$2.23
Teller	Contractor	\$14.09	No data
Broomfield	Contractor	\$13.92	No data
Pueblo	Contractor	\$13.85	\$0.98
Arapahoe	Contractor	\$12.87	No data
Eagle	Contractor	\$12.66	No data
Weld	Contractor	\$12.64	No data
ClearCreek	Staff nurses and cont...	\$12.08	\$2.20

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<input checked="" type="checkbox"/> Onsite med care provided by	Avg med per day
<input checked="" type="checkbox"/> Unknown	\$22.63
<input checked="" type="checkbox"/> Staff nurses and contract doctor	\$12.08
<input checked="" type="checkbox"/> Staff	\$2.14
<input checked="" type="checkbox"/> Contractor	\$10.8
<input checked="" type="checkbox"/> All care is off site	\$5.22

Select jails to display

of jails displayed

34

☒ All Jails

of jails

<input checked="" type="checkbox"/> ADP < 050	10
<input checked="" type="checkbox"/> ADP >= 050 and < 100	10
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<input checked="" type="checkbox"/> ADP >= 900	5

When comparing medical costs for jails for which contractors provide all care, note that some contracts include mental health care and other do not. Cost comparisons where medical care is provided by jail staff are more difficult because reported medical costs often exclude the salary and benefits of the staff who provide the care.

Unweighted average food service cost per day of selected jails

\$7.09

ADP-weighted avg food service cost per day of selected jails

\$3.13

County	Food provided by	Food service per inmate per day ▾
Pitkin	Contractor	\$24.21
Lincoln	Contractor	\$15.14
Crowley	Contractor	\$14.51
Yuma	Contractor	\$14.45
Broomfield	Unknown	\$7.99
Montrose	Unknown	\$7.90
Park	Contractor	\$7.50
Prowers	Unknown	\$7.10
Gunnison	Staff	\$6.98
Logan	Contractor	\$6.96

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<input checked="" type="checkbox"/> Food provided by	Avg food per day
<input checked="" type="checkbox"/> Contractor	\$7.33
<input checked="" type="checkbox"/> Unknown	\$7.12
<input checked="" type="checkbox"/> Staff	\$6.26

Reported food costs for jails in which staff prepare the food often exclude the salary and benefits of the staff who prepare the food.

CY 2017 Colorado General Assembly Jail Survey Report.

Total personnel + non-personnel expenditures of selected jails **\$431,022,277** Total FTE of selected jails **4,288** FTE/ADP for displayed counties combined **0.36** Combined Personnel Expenditures per FTE for selected jails **\$74,723**

County	Cost per inmate per day	FTE/ADP	Personnel expenditures/FTE	Personnel expenditures/Total Expenditures
Pitkin	\$350.21	0.9	105.9K	73%
Routt	\$288.66	1.1	82.1K	86%
Broomfield	\$219.00	0.6	107.1K	85%
Garfield	\$180.96	0.6	84.3K	74%
Eagle	\$158.76	0.3	96.6K	50%
Yuma	\$141.49	0.7	58.0K	81%
Douglas	\$134.89	0.4	87.9K	79%
Boulder	\$130.66	0.4	96.0K	85%
Lincoln	\$127.65	0.8	39.2K	66%
Summit	\$119.77	0.5	72.2K	76%
Larimer	\$119.22	0.4	57.5K	50%
Denver	\$116.16	0.5	77.8K	91%

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Total ADP of selected jails **11,948** Total beds in selected jail, including intake beds **14,290** Total intake beds in selected jails **654** ADP as % of total beds in selected jails, including intake beds **83.6%**

County	ADP	Total Beds	Intake Beds	ADP as % of total beds
Denver	2,187	2,330	0	93.9%
ElPaso	1,680	1,837	0	91.5%
Arapahoe	1,022	1,458	29	70.1%
Jefferson	1,271	1,447	100	87.8%
Adams	1,021	1,333	60	76.6%
Weld	714	779	111	91.7%
Larimer	584	618	48	94.5%
Boulder	423	557	64	75.9%
Mesa	497	531	0	93.6%
Douglas	336	520	32	64.6%
Pueblo	745	509	0	146.4%
Park	80	250	2	32.0%
LaPlata	167	240	10	69.6%

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Select jails to display
of jails displayed
34

☒ All Jails # of jails

☒ ADP < 050 10

☒ ADP >= 050 and < 100 10

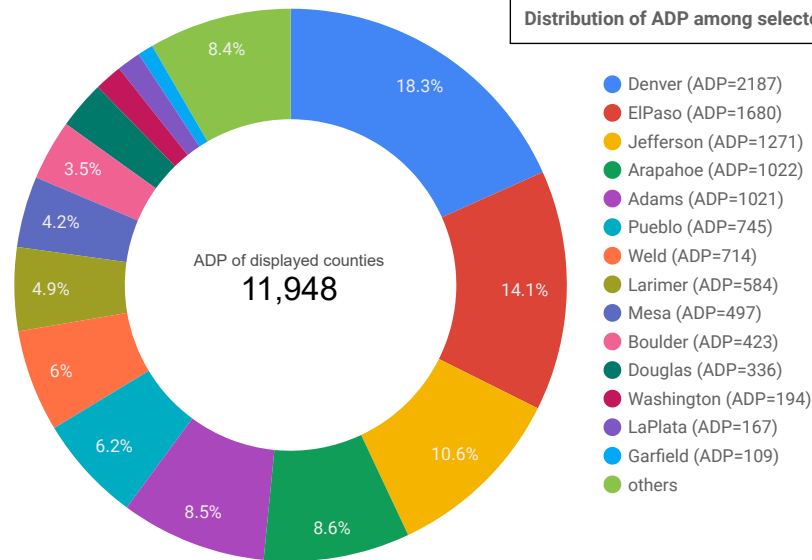
☒ ADP >= 100 and < 200 3

☒ ADP >= 200 and < 500 3

☒ ADP >= 500 and < 900 3

☒ ADP >= 900 5

CY 2017 Colorado General Assembly Jail Survey Report.



Select jails to display # of jails displayed
34

☒ **All Jails** # of jails

- ☒ ADP < 050 10
- ☒ ADP >= 050 and < 100 10
- ☒ ADP >= 100 and < 200 3
- ☒ ADP >= 200 and < 500 3
- ☒ ADP >= 500 and < 900 3
- ☒ ADP >= 900 5

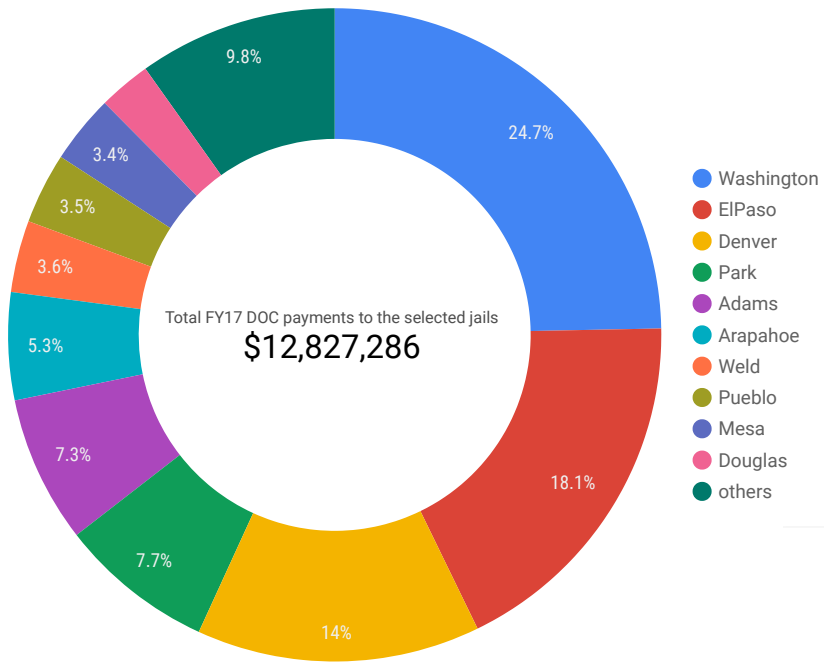
Avg jail cost per county resident for the selected counties **\$115** Avg cost to transport inmates to DOC **\$269**

ADP Per 100k population for the selected counties **244** Avg daily laundry cost per inmate of the selected jails **\$0.82**

County	ADP	County Population	ADP per 100k county popoulation	Annual jail cost per county resident	Laundry per day	Transport per inmate to DOC
Pitkin	17	17,263	98	\$126	\$2.61	398.00
Garfield	109	56,953	191	\$126	\$2.17	568.44
Gunnison	33	15,475	214	\$70	\$1.95	375.00
Teller	74	23,389	314	\$93	\$1.66	222.99
Larimer	584	310,487	188	\$82	\$1.54	504.00
Routt	21	23,334	90	\$95	\$1.44	77.80
Mesa	497	147,848	336	\$63	\$0.98	97.00
RioGrande	41	11,943	343	\$95	\$0.97	193.80
Adams	1,021	459,598	222	\$83	\$0.96	31.13
Pueblo	745	160,852	463	\$113	\$0.86	No data
Crowley	10	5,365	177	\$56	\$0.81	165.00
Summit	54	28,044	193	\$84	\$0.76	256.00
Broomfield	79	58,298	135	\$108	\$0.66	149.38
Arapahoe	1,022	595,546	172	\$56	\$0.63	167.67
Douglas	336	298,215	113	\$55	\$0.58	No data

CY 2017 Colorado General Assembly Jail Survey Report.

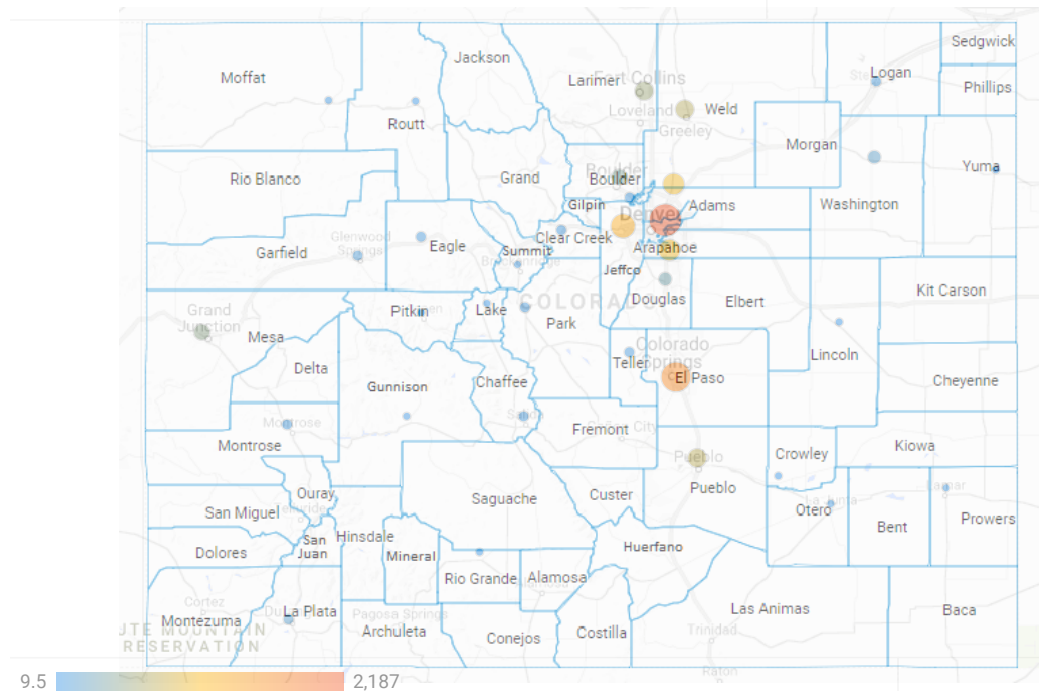
Distribution of FY17 DOC payments to selected jails for holding DOC offenders



Select jails to display	# of jails displayed
	34
<input checked="" type="checkbox"/> All Jails	# of jails
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<input checked="" type="checkbox"/> ADP >= 500 and < 900	3
<input checked="" type="checkbox"/> ADP >= 900	5

Location of the selected jails

[Click here for a larger interactive jail survey map](#)



The color and size of the dot shows ADP

CY 2017 Colorado General Assembly Jail Survey Report.

Select jails to display		# of jails displayed
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<input checked="" type="checkbox"/> ADP >= 500 and < 900	3	
<input checked="" type="checkbox"/> ADP >= 900	5	

Notes on the costs reported for each displayed county.

County ^	Excluded costs	Unusual excluded costs	Unusual included costs
Adams	IT, legal, training, finance, debt service, legal settlements	-	Pretrial services
Arapahoe	Most maintenance and repair, IT, Legal, some training, finance, payroll, purchasing, HR, legal settlements	-	-
Boulder	Structural repairs, plumbing, IT, HR, legal, legal settlements	-	-
Broomfield	Major repairs and maintenance, IT, HR, Legal, Training, Travel, legal settlements	-	-
Chaffee	-	-	Debt service
ClearCreek	Utilities, IT, HR, Legal, some training	-	-
Crowley	Some repairs and maintenance are paid from elsewhere in the county budget and are not included	-	-
Denver	-	-	-
Douglas	Utilities, IT, HR, Legal, some training	-	-
Eagle	IT, HR, Legal, training, not known whether repairs are excluded	booking/ intake	-
ElPaso	Utilities	-	Debt service
Garfield	Utilities, trash, IT, HR, Legal, training, postage	-	Courthouse security contract, debt service
Gunnison	HR, Legal Services	booking/ intake	-
Jefferson	-	-	Debt service
LaPlata	Utilities, building maintenance, maintenance, IT, finance, HR, legal services	-	-
Lake	Utilities, repairs, maintenance, IT, HR, budget, payroll	-	-

CY 2017 Colorado General Assembly Jail Survey Report.

County ^	ADP	Total Beds	Intake Beds	Personnel expenditures	Non-personnel expenditures	Adjusts to tot expenditures	Total cost	Tot Med expense	Tot Food Exp	Tot mental health
Adams	1,021.0	1,333	60	\$24,666,927	\$13,471,306	-	\$38,138,233	\$4,407,382	\$1,428,397	\$531,714
Arapahoe	1,022.0	1,458	29	\$23,932,602	\$9,299,723	-	\$33,232,325	\$4,800,000	\$1,240,946	\$350,000
Boulder	423.0	557	64	\$17,095,372	\$3,077,783	-	\$20,173,155	\$982,977	\$899,088	\$361,066
Broomfield	78.7	128	12	\$5,356,847	\$933,313	-	\$6,290,160	\$399,929	\$229,571	\$33,642
Chaffee	83.0	105	0	\$1,287,336	\$575,000	-	\$1,862,336	\$64,750	-	\$16,200
ClearCreek	69.7	105	5	\$2,115,600	\$596,600	-	\$2,712,200	\$307,406	-	-
Crowley	9.5	12	0	\$218,511	\$81,870	-	\$300,381	\$8,970	\$50,311	-
Denver	2,187.0	2,330	0	\$84,660,255	\$8,066,957	-	\$92,727,212	\$15,502,299	-	\$235,387
Douglas	336.0	520	32	\$13,005,718	\$3,537,494	-	\$16,543,212	\$2,136,377	\$457,128	-
Eagle	80.0	120	8	\$2,317,942	\$2,317,942	-	\$4,635,884	\$369,667	\$162,038	-
ElPaso	1,680.0	1,837	0	\$30,015,007	\$24,386,014	-	\$54,401,021	\$6,504,480	\$1,984,529	\$752,794
Garfield	109.0	210	6	\$5,308,770	\$1,890,527	-	\$7,199,297	\$890,035	-	\$37,752
Gunnison	33.1	72	5	\$804,947	\$162,864	\$114,826	\$1,082,637	\$35,302	\$84,356	-
Jefferson	1,271.0	1,447	100	\$35,977,526	\$660,997	\$3,693,556	\$40,332,079	\$4,790,112	\$1,710,600	\$421,793

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Select jails to display	# of jails displayed
<input checked="" type="checkbox"/> All Jails	34
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<input checked="" type="checkbox"/> ADP >= 100 and < 200	3
<input checked="" type="checkbox"/> ADP >= 200 and < 500	3
<input checked="" type="checkbox"/> ADP >= 500 and < 900	3
<input checked="" type="checkbox"/> ADP >= 900	5

County ^	FTE	Intake FTE	Total Pharma	Tot laundry	Reported cost per inmate per day	DOC payment in FY17	Transport per inmate to DOC
Adams	296.5	49.0	-	\$358,002	\$141.51	\$933,282	31
Arapahoe	361.3	-	-	\$233,287	\$88.67	\$682,408	168
Boulder	178.0	8.0	\$202,092	\$76,921	\$133.72	\$126,698	99
Broomfield	50.0	2.0	-	\$18,895	-	-	149
Chaffee	24.0	0.0	\$14,750	\$7,100	-	\$126,644	354
ClearCreek	29.5	-	\$55,862	\$4,000	\$65.45	\$0	85
Crowley	6.0	6.0	\$1,503	\$2,793	-	\$0	165
Denver	1,088.0	115.4	-	\$375,000	\$70.20	\$1,800,266	0
Douglas	148.0	20.0	-	\$71,273	\$132.21	\$333,212	-
Eagle	24.0	4.0	-	-	-	\$0	-
ElPaso	457.0	94.0	\$550,000	\$239,249	\$88.72	\$2,322,558	-
Garfield	63.0	13.0	\$540	\$86,386	\$193.05	\$17,648	568
Gunnison	15.2	-	\$15,333	\$23,586	-	\$12,874	375
Jefferson	422.0	50.0	-	\$192,528	\$103.38	\$129,326	96
LaPlata	55.0	18.0	-	\$17,354	\$102.52	\$215,847	700

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CY 2017 Colorado General Assembly Jail Survey Report.

Text of the jail survey

10/12/2018 Jail Survey for Colorado Legislature

In 2018, the Colorado General Assembly passed House Bill 18-1132 (http://leg.colorado.gov/sites/default/files/documents/2018A/bills/2018a_1132_sigdf), which requires Colorado jails to annually report to the General Assembly the costs they incur when housing Department of Corrections (DOC) inmates in their facilities. The General Assembly will consider this information when it annually establishes the reimbursement rate for DOC offenders held by county jails.

Please respond to this survey by November 1, 2018. We welcome earlier responses.

In recent years, Colorado jails have reported dramatically differing costs per day for housing inmates. (The highest reported cost per day was 1200% greater than the lowest reported cost. The second-to-highest reported cost was 500% greater than the second-to-lowest reported cost.) We believe that actual costs don't vary nearly this much and a number of the questions in this survey are designed to help us understand why reported costs are so wide ranging.

How to edit your responses after submission. The first question on this survey asks for the email address of the person who is responding to this survey. This email address tells us who to communicate with if we have questions about your responses and it is the key to revising your responses after initial submission. Your responses will be saved when you click the "Submit" button at the end of this survey. After clicking "Submit", a copy of your responses will be sent to the email address that you provide. This email message will include a link that you can click to change your answers. When finished revising, click the Submit button again to save your changes.

To print this survey so you can review it before you respond click on this link to a printable version:

If you have questions about this survey or want more information contact Steve Allen, a General Assembly staff member who works for the Joint Budget Committee (JBC). Steve is also interested in your comments and suggestions. Steve can be reached at Steve.Allen@state.co.us or 303-866-4961.

Additional data came from subsequent communications with jails and from county budget documents submitted to the Department of Local Affairs, found at

<https://dola.colorado.gov/lgis/counties.jsf>

Text of H.B. 18-1132

Select jails to display	# of jails displayed
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<input checked="" type="checkbox"/> ADP >= 500 and < 900	3
<input checked="" type="checkbox"/> ADP >= 900	5

HOUSE BILL 18-1132

BY REPRESENTATIVE(S) Michaelson Jenet, Becker J., Benavidez, Catlin, Esgar, Gray, Hamner, Hooton, Humphrey, Lontine, McKean, Roberts, Rosenthal, Valdez, Young, Duran and SENATOR(S) Crowder, Cooke, Coram, Court, Fields, Gardner, Kefalas, Kerr, Lamborn, Lundberg, Martinez Humenik, Merrifield, Moreno, Tate, Todd, Grantham.

CONCERNING THE AMOUNT THAT THE DEPARTMENT OF CORRECTIONS IS REQUIRED TO REIMBURSE COUNTY OR CITY AND COUNTY FOR THE CONFINEMENT AND MAINTENANCE IN A LOCAL JAIL OF ANY PERSON WHO IS SENTENCED TO A TERM OF IMPRISONMENT IN A CORRECTIONAL FACILITY.

Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. In Colorado Revised Statutes, 17-1-112, **amend** (1); and **add** the following:

17-1-112. Expenses - reimbursement by department - report. (1) Subject to available appropriations, the department shall reimburse any county or city and county for a portion of the expenses and costs incurred by that county or city and county in the confinement and maintenance in a local jail of any person who is sentenced to a term of imprisonment in a correctional facility. The general assembly shall annually establish the amount of reimbursement in the general appropriations bill, TAKING INTO CONSIDERATION THE INFORMATION REPORTED PURSUANT TO SUBSECTION (4) OF THIS SECTION. Such reimbursement shall be made each day following seventy-two hours after such sentence is imposed but prior to the transfer of the sentenced inmate to a department facility. Subject to available appropriation